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Educational Organization and Progress in American Cities

A Symposium on Present Educational Conditions and Needs

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Chicago.—HUGO S. GROSSER, City Statistician, Chicago, Ill.

Philadelphia.—Miss DORA KEEN, Secretary Public Education Association of Philadelphia.

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INTRODUCTION

DIGEST OF SCHOOL LAWS¹

I. EXECUTIVE ORGANIZATION.

1. *Baltimore.*—Board of School Commissioners, six members; appointed by Governor for six years; no compensation.
2. *Boston.*—School Committee, twenty-four members; elected for three years; no compensation.
3. *Cleveland.*—Board of Education, seven members; forming a council with a director as the executive, elected for two years; compensation: council, each, \$260 annually; director, \$5,000 annually.

¹ Compiled by Miss Francis A. Keav. Arranged by Miss Dora Keen for the Committee on Reorganization of the School System of the Public Education Association of Philadelphia.

4. *Indianapolis*.—Board of School Commissioners, five members; elected for four years; no compensation.
5. *Minneapolis*.—Board of Education, seven members; elected for three years.
6. *New York*.—Board of Education, forty-six members; appointed by the Mayor for five years; no compensation. Local boards of five for each borough, with a district superintendent and a member of the Board of Education assigned to each. Appointed for five years by borough president, who serves *ex-officio*.
7. *Rochester*.—Board of Education, five members; elected for four years; compensation, \$1,200.
8. *St. Louis*.—Board of Education, twelve members; elected for six years; no compensation.

II. EXECUTIVE DUTIES.

(a) Instruction.

1. *Baltimore*.—A superintendent; appointed by board; supervises study and determines new methods; examines teachers and nominates them to board; teachers chosen from lists, graded by competitive examinations.
2. *Boston*.—A superintendent and a Board of Supervisors; elected by the School Committee for two years; superintendent shall employ teachers, in consultation with his Board of Supervisors.
3. *Cleveland*.—A superintendent; appointed by the school director, during good behavior; shall employ and discharge teachers.
4. *Indianapolis*.—A superintendent; elected by the Board of Education for one year, re-election for four years. "Superintendent shall have sole power to appoint and discharge all assistants, principals, supervisors and teachers," subject to disapproval by four-fifths vote of board. Board shall adopt rules for obtaining, by open competition, and without regard to religious or political beliefs, eligible lists from which all teachers and all other employees, except the superintendent, shall be selected with regard exclusively to fitness.
5. *Minneapolis*.—A superintendent; appointed by board for three years; teachers selected by examinations.
6. *New York*.—A superintendent, associates, district superintendents and a Board of Examiners; superintendent appointed by Board of Education for six years.
7. *Rochester*.—Superintendent; appointed by board for four years; teachers selected by competitive examinations.
8. *St. Louis*.—A superintendent; appointed by board for four years; shall have supervision of study and appointment of teachers subject to approval of board.

(b) Business Management.

1. *Baltimore*.—(1) Committee of board purchases sites and erects buildings; (2) supervisor of school buildings, holding office at pleasure of board, nominates janitors and firemen to board, purchases fuel, apparatus and

furniture, supervises alterations, repairs, cleanliness, plumbing, heating and ventilation.

2. *Boston*.—(1) Board of Examiners selects sites and provides accommodations; appointed by Mayor; (2) care of buildings by School Hours' Committee; appointed by School Committee; (3) Committee on Supplies; appointed by School Committee; (4) school house custodian; appointed by School Committee.
3. *Cleveland*.—(1) School director contracts for erection and repairs; (2) a superintendent of buildings; an architect approves estimates and controls workmen.
4. *Indianapolis*.—Business director; appointed by board for one year.
5. *Minneapolis*.—Committees of board: (1) Finance; (2) Buildings and Repairs; (3) Teachers, Janitors and Salaries; (4) Fuel and supplies.
6. *New York*.—(1) Superintendent of school buildings; appointed by the board for six years; (2) also superintendent of school supplies.
7. *Rochester*.—Directly by the board.
8. *St. Louis*.—Commissioner of school buildings; appointed by the board to have entire charge of buildings.

III. FINANCE.

1. *Baltimore*.—Proportion of state tax; city tax, 10 cents on every \$100.
2. *Boston*.—34 cents on every \$100; 4 cents for new construction; $2\frac{1}{2}$ cents for repairs.
3. *Cleveland*.—Expenditures made as with an appropriation in Congress; approval of Board of Tax Commissioners required.
4. *Indianapolis*.—5 cents on every \$100 for ground and new buildings; 11 cents on every \$100 for maintenance.
5. *Minneapolis*.—40 cents on every \$100.
6. *New York*.—Budget presented to Board of Estimate and Apportionment.
7. *Rochester*.—Minimum tax of \$25 per pupil; levied by Common Council on recommendation of board; any larger appropriation at discretion of Common Council.
8. *St. Louis*.—Board of Education levies and collects such school taxes as are authorized by statute law.

NEW YORK CITY

By FREDERICK S. HALL, Assistant Secretary, City Club, New York City.

On February 20, 1905, New York City will celebrate the centennial of the organization of its public school system. Previous to this there will be published a history of the public schools of the city, which Secretary Palmer of the Department of Education has had in preparation since last June. This history will make a book of nearly four hundred pages, and will give information which it is very difficult to obtain at present.

In this connection a summary of the organization of this important department in New York City may be of interest.

1. *Executive Authority*.—This is vested in a board of forty-six members, appointed by the Mayor of the city, serving for five years. The terms of office of the various members are so arranged that a certain number retire each year, their places being filled by new appointees.

2. *Relation of the Board of Education to the Board of Aldermen and the Mayor*.—The Board of Education is dependent upon the Mayor as above indicated, and upon the Aldermen and Board of Estimate and Apportionment only in so far as additional appropriations are needed above the appropriation which must be given to the Board of Education, according to the terms of the charter.

3. *Financial Powers of the Board of Education*.—The Board of Education has complete power to administer all monies appropriated by the Board of Estimate and Apportionment. This board is obliged to appropriate each year not less than four mills on each dollar of the assessed valuation of the real and personal estate of the city. The board, for the purposes of the charter creating it, has all the powers of a corporation. It may sell such of its personal property as it no longer needs, and when such payments have been made to the treasurer of the city they must immediately be paid back into the School Fund. The board has full powers to lease property and enter into contracts for supplies, etc., limited only by its appropriation.

4. *Powers of the Board of Education in Determining the Number of Schools*.—These are complete within the appropriations granted by the Board of Estimate and Apportionment.

5. *Powers of the Board of Education with Reference to the Curriculum*.—The board has power to adopt and alter courses of study. In the exercise of this power, however, the board can act only upon the recommendation of the Board of Superintendents, composed of the city superintendent and his eight associates. The theory under which the educational system of this city is given its powers under the charter, is that the business phases of the work of the department should be cared for by the Board of Education and the various business bureaus responsible directly to it; such as the Bureau of School Buildings and the Bureau of Supplies; while the distinctively educational problems should be under the immediate supervision of the Board of Superintendents. Each member of this latter board has a seat and a voice in the Board of Education, but no vote, and is appointed for six years by the Board of Education. The Board of Education adopts text-books to be used in the schools, but only on the recommendation of the Board of Superintendents.

6. *Powers with Reference to the Appointment of Teachers*.—The Board of Education appoints all members of the teaching staff from an eligible list provided by a special Board of Examiners, but only on the recommendation of the Board of Superintendents, which board is obliged to choose one from the first three names on the appropriate list. The Board of Education is at liberty only to approve or reject a name.

7. *Local School Boards*.—In each of the forty-six school districts there

is a local school board of seven members, including one member of the Board of Education, appointed by that board, the district superintendent in charge of the district and five other persons named by the president of the borough. This board must hold monthly meetings, except in July and August, must make quarterly visits to all schools and may make recommendations to the Board of Education on practically any subject for the improvement or the extension of the schools within their jurisdiction. These local boards may also try charges against teachers and principals, but the penalties inflicted must be approved by the Board of Superintendents. They may also transfer teachers with the approval of this board.

8. *Adequacy of School Accommodations.*—This subject has commanded more attention recently than any other in connection with the public schools, being one of the principal issues raised during the last municipal campaign in 1903. According to the most recent figures given out by the Department of Education, February, 1904, there were at that time nearly 75,000 children attending school but "part time" (a little less than full time), because of the inadequacy of the existing school buildings to accommodate all of the children at the same time. Schools in which "part time" classes are held have two separate sets of scholars succeeding each other.

9. *Recent Improvements.*—The most recent improvements in the administration of the department relate to the extension of the department work in the line of evening recreation centres, vacation schools, summer roof garden concerts, etc.; the formation of ungraded classes for backward or defective children, and the more systematic enforcement of the compulsory education law (amended to make it more enforceable in the spring of 1903) in connection with the child labor laws of the state.

CHICAGO

By HUGO S. GROSSER, City Statistician, Chicago, Ill.

The educational system of the city of Chicago is, by statutory enactment, under the control and management of a "Board of Education." This consists of twenty-one members appointed by the Mayor, "by and with the advice and consent of the Common Council," for a term of three years.

Although a *quasi* corporation created by the general law of the state, the Board of Education is nevertheless dependent, in several important matters, upon the City Council, and to that extent, at least, a part of the municipal government of the city. Three of the powers given it by the law are under the distinct condition of the concurrence of the City Council. These are:

1. The power to erect or purchase buildings suitable for school houses and to keep the same in repair.
2. The power to buy or lease sites for school houses, with the necessary grounds, and to acquire such lands, if necessary, by condemnation proceedings, which must be brought in the name of the city in trust for the use of the schools.

3. The power to issue bonds for the purpose of building, furnishing and repairing school houses, for purchasing sites for the same and to provide for the payment of such bonds; to borrow money for school purposes upon the credit of the city.

The board also acts in conjunction with the council in regard to the tax levy for school purposes, although the council's part herein is merely perfunctory. The board certifies annually to the council the amount of money required to be raised by taxation for school purposes, and the City Council, in the language of the law, "shall thereupon cause the said amount to be levied and collected." All moneys raised by taxation, or received from any other source for school purposes, are held by the city treasurer as a special fund for school purposes, subject to the order of the Board of Education, upon warrants to be countersigned by the Mayor and City Comptroller. The title of all real estate for school purposes rests in the city in trust for the use of the schools, and no sale of such real estate shall be made except by the City Council upon the written request of the Board of Education. It is further made a duty of the board to report, from time to time, to the City Council any suggestions they may deem expedient or requisite in relation to the schools and the school fund, or the management thereof, and generally to recommend the establishment of new schools and districts, and also to communicate to the council such information within their possessions as may be required. On all other matters the Board of Education acts absolutely independently, and a special section of the school law provides that no power given to the board shall be exercised by the City Council. These powers relate mostly to the furnishing and maintenance of school houses, the employment of teachers and the management of schools generally. The board may hire buildings or rooms for the use of schools, divide the city into school districts, create new ones when required, lease school property and loan moneys belonging to the school fund. It is the duty of the board to prescribe what studies shall be taught, what books and apparatus shall be used, and to prescribe the method and course of discipline and instruction.

The board has full power to employ teachers, fix the amount of their compensation and to dismiss and remove any teacher whenever deemed advisable. The present law requires the election of teachers from year to year, but at the annual election in June, 1902, all teachers were formally elected with the understanding that their positions should be permanent during efficiency and good behavior. The superintendent of schools is given the initiative in the appointment, promotion and transfer of teachers. The teachers are chosen from a list of candidates arranged in the order of efficiency. This list consists of: 1. Former teachers in the city schools who hold valid certificates; 2. Graduates of the normal school who have completed their cadetship satisfactorily; 3. Experienced teachers from outside the city who hold valid certificates and have completed four months' satisfactory substituting. This system is as yet sustained only by the rules of the board. A bill designed to give permanence to these and other rules was presented to the last legislature, but through misunderstanding and misrepresentation was defeated. A similar bill will again be submitted to the next legislature, which convenes in January, 1905.

School Accommodation.—The city of Chicago, like every other fast-growing city, suffers much from the lack of adequate school accommodations. The school census taken in June, 1904, enumerates a total of 534,175 persons of the ages of four years and over and under twenty-one. There are 68,723 children between the ages of four and six, of which number 8,761 attend public schools, 3,909 other schools and 56,053 no schools. Of the 303,350 children between the ages of six and fifteen, 220,983 attend public schools, 58,805 other schools and 23,562 no schools. Of the latter, 12,000 have a permit to work. Of the 162,102 persons between the ages of fifteen and twenty-one, 162,102 attend no school, 16,189 attend public schools and 8,993 other schools. The total number of children attending the public schools is 245,933, while 71,107 attend other schools and 216,535 no schools. The total enrollment of pupils in the public schools for the month of September, 1904, was 251,067. The total number of school-rooms was 4,969, including 129 rooms in rented buildings, which accommodate 5,345 pupils. There are not less than 11,266 pupils who can attend school for a half day only. The city owns at present 262 school buildings and 94 branch schools, while 12 school buildings are in course of erection. During the school year ending June 30, 1904, the sum of \$1,355,381.42 was expended on account of contracts for erection of new buildings and \$1,650,-379.27 during the year 1903. Very recently the board authorized the erection of 26 portable school buildings, at a cost of \$2,000 each. These, it is presumed, will at least temporarily provide adequate accommodations for the pupils now in half-day divisions. The board, together with the council, is making every effort to provide for sufficient school room and the day of inadequate school accommodations, it is hoped, will soon be over.

The Board of Education is not only endeavoring to furnish sufficient accommodation, but it is also bending every effort to improve the service in all directions. The disappearance of all political "pull" from the school system has greatly helped matters. The board itself is composed of the very best material that can be found, its members being appointed by the Mayor, with absolute disregard of their political allegiance. All employees of the board, except the teaching force, are appointed under the civil service provisions, and the teachers themselves since last year are appointed under a merit system, as already stated. The adoption of the rule governing the appointment of teachers, and the strict adherence to it by the board, has made impossible any improper influence that formerly may have been brought to bear to interfere with the selection of teachers, and the superintendent has been practically unhampered in the execution of his plans for a better school system. The board has also adopted a uniform and impartial method of making transfers of teachers. A new system of promotional examinations and increased salaries to those that are promoted to some higher group furnish to the teacher a constant incentive to greater efficiency in the work to be done. Formerly mere length of service entitled one to increased salaries; to-day efficiency is the measure applied. For years there has been systematic voluntary effort on the part of the teachers to equip themselves with the most modern ideas in their work; they formed private classes at their own expense to pursue their studies, and in private gatherings or meet-

ings of their associations tried to raise the standard of their profession. Since October, 1902, the Board of Education furnishes the teachers the opportunity to carry on such work under the direction of instructors at the expense of the board. This "normal school extension work," as it is called, is taken up by many teachers, and has proved exceedingly successful. School principals state that the whole spirit of their schools has been transformed by this work, and note a great change and improvement in the work of individual teachers resulting therefrom. A year ago there were 83 classes, with a maximum enrollment of 2,975 teachers; to-day there are 157 classes, with an enrollment of 4,743. The total number of teachers employed by the city is 5,654. The subjects included in this extension work are: Education, psychology, mathematics, science, geography, history and civics, English literature, German, French, art, music, physical training, manual training, cooking and sewing.

A new course of study introduced this year, the result of a year's study and discussion on the part of the superintendent, the district superintendents, the principals' association and special teachers, will no doubt also tend to further improve the efficiency of Chicago's school system.

PHILADELPHIA

By MISS DORA KEEN, Secretary Public Education Association of Philadelphia.

I. Progress.—The public school exhibit of Philadelphia has been awarded honors at the Louisiana Purchase Exposition, and the inference has naturally been drawn that Philadelphia may congratulate herself on the excellence of her public schools. It is true that great progress has been made within the last twenty-five years, and that even within a year the advance made has been appreciable.

The appropriations to the schools have been increased, and the discrepancies between the amounts asked and the amounts received have decreased. Teachers' salaries have been slightly raised. School accommodations have been largely augmented. The revised compulsory education law of 1901 has been of great benefit, and although not yet fully enforced is constantly gaining respect and obedience to its provisions. Enforcement of school attendance for all children has led to recognition of the special needs of some, and in consequence ten special schools for truant and incorrigible children and six separate classes for backward children have been opened, all since 1898.

Attention has been drawn to the health conditions of school children, and both improved handling and medical supervision have resulted, with consequent improvement in health and in school attendance. Physical training has become a daily exercise. Fifty physicians are daily excluding from the four hundred schools contagious and other cases serious enough to warrant it, and soon it is expected that school nurses will be appointed to see that children receive the attention needed and are absent from school for as short a time as possible.

The high schools have made progress, in that two evening high schools have been opened, one for each sex; in that high school graduates pursuing higher studies have made excellent records at entrance to college and have sustained them; lastly, in that a progressive policy has practically been adopted of establishing additional high schools in various districts of the city, and providing in them for both sexes and for three types of courses: general, industrial and commercial.

In the way of industrial education, Philadelphia led with her two manual training high schools. In elementary grades there has for some time been cooking and sewing for girls, sloyd and other elementary manual training in one school in the foreign quarter and for all of the truant and incorrigible and the backward children. Two school gardens were opened last summer, in addition to the annually increasing number of vacation schools and playgrounds for children of various ages.

Kindergartens and scholarships have made free education available from four years old through college and professional schools. The latest advance is the formation of a teachers' association, which has addressed itself to the improvement of the system, and has in consequence been invited to a conference by the association of the forty-two sectional school boards, whose main function is the election of teachers.

II. *Unsatisfactory Conditions*.—The bare mention of what is yet lacking in the schools, on the other hand, will show urgent need for still further progress. Whatever can be said of satisfactory conditions, unsatisfactory conditions prevail in many serious respects.

New school houses do not go up as fast as new homes, so that spasmodic expenditures have to be made every few years, when public opinion demands that school accommodations catch up with the regularly increasing school population. Overcrowding is a chronic condition in the schools of the foreign or southeast part of the city. Some of the overcrowded schools could send surplus children to vacant sittings close at hand, but ward lines prevent. Nor can old schools not in good repair, ill adapted rented buildings, and children attending on part time or with numbers often above sixty, sometimes one hundred and twelve, in a room, be looked upon as fair conditions under which to expect teachers to give what is to many children their only training for life.

Supplies are late in reaching the schools and insufficient. The relation of the Board of Public Education to Councils is one of constant friction, bordering on mutual distrust. Salaries of teachers are low, in spite of recent increases; hence there is a dearth of teachers. One hundred and twenty substitutes are needed daily; only sixty are available. The number of pupils wishing to attend high schools makes it regrettable that the four district high schools needed cannot be built and equipped at once. Children are obliged to play in the streets outside of closed school yards for lack of janitors to keep the yards open all day and yet under supervision. School gardens are needed in every part of the city. Progress in the education of backward children is stationary for lack of means to open new classes and thus permit grading. Manual training should be a regular part of the grammar grade course.

And for all of the above facts lack of money is responsible.

Deplorable as is this recital of want, money is not the only lack, the system is also unsatisfactory: (1) in that the legislative authority is sectional in its constitution, and therefore not always able to legislate for the best good of the city as a whole; (2) in that the executive authority is vested in committees, whose decisions are subject to modification or limitation by Councils, as, for instance, in the division of the money and by the forty-two sectional boards, as in the placing of both teachers and pupils. Moreover, committees of the board, however self-sacrificing, cannot be expected to produce the same results as highly salaried experts could give. (3) The system is also unsatisfactory in that not only the legislative and the executive powers of the Board of Public Education are insufficient, but also its financial powers. The board cannot predict nor even itself divide its income. (4) The constitution of the sectional boards is unsatisfactory alike to Councils, who are subject to their influence independent of the solicitations of the general board, to the sectional school directors themselves, who are impatient of their lack of voice in the real control, and to the Board of Public Education, which finds its would-be actions constantly limited by the very existence of these boards. In consequence of this unwieldy school organization, teachers are elected on no uniform plan, and appointments are subject to much influence other than that of the superintendent of schools. Lastly, the enforcement of the compulsory education suffers for lack of a state parental school with an alternate boarding-out plan, and for lack of up-to-date child labor legislation.

III. CONCLUSIONS.—In so far as the school conditions in Philadelphia to-day are satisfactory, the outside influence of public opinion has been to a considerable extent responsible. In so far as conditions are unsatisfactory, the fault lies in the impossibility of fixing responsibility. This in turn is due to the size and sectional composition of the Board of Public Education; to its method of executing its plans through committees of the board, instead of through salaried superintendents (of instruction, buildings, supplies and finances), and even more to the board's lack of unhampered authority. To follow up the links in the chain of excuses for our schools, the inability to fix responsibility and the lack of employment of expert knowledge in expenditures are the causes of whatever distrust exists between Councils and the Board. Finally, to this distrust is chiefly due the curb ever exercised by Councils over the apportionment of money to the schools.

IV. *The Remedy*.—The clear need of the Philadelphia schools is, therefore, a change of system, such as to permit of:

1. Centralized authority in the Board of Public Education, whose responsibilities will then be definite.
2. Certainty as to the amount and sufficiency of the income of the board, whose money would probably be given not only unitemized, in a lump sum, but very freely, were it possible to make the board absolutely responsible.
3. Execution of all policies and general decisions by expert employees, in order to impart efficiency and confidence.

V. *Method of Carrying Remedy into Effect*.—The effect of the above suggestions would, of course, be a new school system, which would best be

constituted upon the lines laid down by President Charles W. Eliot as "A Good Urban School Organization":

1. A board (of seven), chosen at large, one each year, for long (seven year) terms, either appointed by the Mayor or elected. Function: to determine policies and make important decisions.
2. Four experts empowered with all executive work: A superintendent of instruction; a superintendent of buildings; a superintendent of supplies; a superintendent of finances.
3. A definite proportion of the taxes on the total assessed valuation of the city; if the Board of Public Education be appointive, the same to be assigned in bulk, by the law, to the board. Independent powers of taxation, if the board be elective.

BOSTON

By THORNTON D. APOLLONIO, Secretary Boston School Committee.

The public schools of the city of Boston are under the supervision and control of a School Committee consisting of twenty-four members, eight of whom are elected at large at the municipal election each year for three-year terms and serve without compensation. Both men and women are eligible for service.

The School Committee elects a Superintendent, a Board of Supervisors, consisting of six members, and all principals and other instructors, as well as janitors and engineers employed in the public schools, and may remove them at pleasure. It fixes the compensation of all its employees, and has full authority with reference to the curriculum. It is not responsible for its acts to the Mayor or either branch of the City Council, excepting that all its votes involving the expenditure of money must be submitted to the Mayor for his approval.

The School Committee each year may make an appropriation in one sum for constructing and furnishing new school buildings, including the taking of land therefor and for school yards, and the preparing of school yards for use, and may also make an appropriation in one sum for repairs and alterations of school buildings, and may make such other appropriations by items for the support of the public schools as it deems necessary. The total amount to be used in any one year for the public schools of the city and their support, in addition to the money which may be given therefor, the income collected, the balance of appropriations of years preceding such year, shall not exceed an amount equal to three dollars and forty cents, upon each one thousand dollars of the valuation on which the appropriations of the City Council are based; and the amount which may so be raised shall be appropriated by the School Committee as aforesaid, and shall be a part of and be met by taxes within the tax limit; and of said amount of three dollars and forty cents not less than forty cents upon every such one thousand dollars shall be appropriated solely for new school buildings, lands, yards and furnishings as aforesaid, and not less than twenty-five cents upon every such

one thousand dollars shall be appropriated solely for repairs and alterations of school buildings.

The obtaining of sites and the construction of new school buildings, the repair and maintenance of old buildings, and the providing of temporary accommodations are under the control of a Board of Schoolhouse Commissioners consisting of three members appointed by the Mayor, and not subject to confirmation by either branch of the City Council. The members of this board receive a salary of \$3,500 per annum, the chairman \$4,000. Although the School Committee has authority to appropriate, subject to the approval of the Mayor, an amount not exceeding forty cents of each \$1,000 of the average valuation of the city for new school accommodations, it has not yet exercised this authority, but the expenses of sites and new buildings have been met from loans authorized by the legislature and issued by the city of Boston.

There are practically no children excluded from school on account of the lack of accommodations, although a considerable number are housed in rented buildings, and halls and other apartments of school buildings not intended for class-room purposes.

BALTIMORE

By HUGH S. HANNA, Johns Hopkins University, Baltimore, Md.

Of the many excellent changes introduced into the government of the city by the new charter of 1898, none has been more productive of good or more promising for the future than the radical change made in the administration of the public schools. New life, new ideas, were injected into a department, which, under the evils of a spoils administration, had long remained in a condition of inertia and inefficiency, despite sporadic attempts at reform. The six years since elapsing have been insufficient to test thoroughly the adequacy of the new program, but, aside from any actual improvements, there has been such a popular awakening to the possibilities of the new methods of education, there has been set such an entirely new tone and standard, as will prevent, at least for years, a backward movement.

The new charter places the complete direction of the Department of Education in the hands of an unsalaried board of nine school commissioners. Their appointment is made by the Mayor, with the confirmation of the higher branch of the City Council, for a period of six years, three retiring every two years, and like other city appointees they are irremovable after six months, except upon definite charges preferred and after due trial. The charter directs minority representation upon all other city commissions, but in the selection of the School Board it is expressly declared that "party ties shall not be regarded." Such a provision has, of course, little importance, other than a certain moral weight; but its object was secured by the then Mayor, whose excellent appointments set a standard which public opinion will cause to be respected. For the immediate supervision of the schools the board appoints a superintendent of public instruction, with six or more assistants. It is their

duty to attend to all routine matters of administration, to make suggestions as to the course of studies and general government and to carry out the directions of the board. An effort is made towards securing local interest in and oversight of the public schools by the appointment of one or more unpaid visitors for each school chosen from the residents of the neighborhood. They are directed to visit periodically their assigned schools and to report upon their condition, with any recommendations or complaints made to them by the parents or residents of the district.

The staff of the high schools and technical schools is appointed directly by the board, but in selecting teachers for the other schools it is authorized to act only upon recommendations made to it by the superintendent. He, with his assistants, lists all candidates for the position of teacher according to their relative merit, as shown by competitive examinations. From these graded lists the board must confirm or reject the candidates in the order in which the names appear.

The board has practically no original financial powers. It submits annually an estimate of the probable expenditures for the coming year to the City Board of Estimates, who, after passing upon such estimate, send it to the council for final action. The council may reduce, but cannot increase, the amounts fixed by the Board of Estimates. In the expenditure of the sum granted the School Board has some little discretion. It may fix the salaries of the teachers and other employees, provided the aggregate appropriation is not exceeded. Also, whenever the construction of new school houses or the reconstruction of old ones is authorized, the building inspector must regard the instructions of the board in drawing up his plans, and no plans can be finally adopted without its approval. All supplies for the schools, such as text-books, stationery and furniture, are purchased by the board only after proposals have been publicly offered for competitive bidding.

The school accommodation is not adequate; no applicants are actually turned away, but it is necessary to reduce the school hours in certain cases in order to permit of accommodating two sets of pupils. This, however, is limited to the lowest grades, where it is probably an actual benefit to have the study time of very young pupils reduced. The annual increase in school attendance averages about fifteen hundred, which calls for three new twenty-room school houses every two years. It is always difficult to convince the taxpayer and the council of the necessity of this continuous increase, and it is almost inevitable, in a growing city, that the school accommodation should lag behind the increase in population.

The most important changes introduced by the new administration have been: (1) The institution of the "group" system in the organization of the schools, thereby placing responsibility upon the shoulders of a few; (2) The use of the "grading" principle in the class-rooms, thus doing away with the old hide-bound rule of one year to one class; (3) The progressive raising of salaries, so far as possible with the appropriations made; (4) The founding of a training school for teachers, intended primarily for the instruction of present and prospective teachers in the art of pedagogy. This attempt to raise the general ability of the staff has been supplemented by the establish-

ment of special courses for teachers at the Johns Hopkins University. These courses cover both the literary and scientific field, are very comprehensive in scope, and are followed by a very large proportion of local teachers.

CLEVELAND

By F. E. STEVENS, Secretary Municipal Association of Cleveland.

The form of government for the public schools of Cleveland was materially changed at the last session of the General Assembly of the State. For more than twelve years the schools have been governed by the provisions of a law known as the "Federal Plan," which contemplated a centralization of authority and responsibility, with complete separation of the executive and strictly educational departments. This form of administration gave general satisfaction and resulted in a management of school affairs divorced from political control or influence.

The new code is now partially operative and will become entirely so on the 1st of January, 1905. The form of school government here described is that which is about to be applied. Executive authority is vested in a Board of Education composed of seven members, five of whom are chosen at large and two from districts or sub-divisions of school territory. No relation exists between this board and the Municipal Council or Mayor.

The board has entire control of the disposition of funds collected by taxation for school purposes. Its estimate of the tax necessary for the maintenance of the schools is, however, subject to revision by a body known as the Tax Commission, which has supervisory authority over the levying of taxes for school and municipal purposes. The board determines the number of schools needed. It establishes the curriculum and selects text-books. Teachers are appointed by the superintendent, subject to the approval of the board. They cannot be appointed for a term exceeding four years nor for less than one year. A teacher may not be removed before the expiration of the term of appointment, excepting upon charges preferred in writing and by a majority vote of the board.

During the past two years a great improvement has been effected in school accommodations. Prior to this time a number of basement rooms were necessary, but by the beginning of the year 1905 all of these rooms will have been abandoned and there will be adequate accommodations for the pupils in sanitary, well-lighted rooms.

BUFFALO

By PROF. A. C. RICHARDSON, Buffalo, N. Y.

There is no Board of Education or "School Committee" in Buffalo. The nearest thing to it is the Board of Aldermen's Committee on Schools; which, however, has no executive functions, but merely considers and reports on ordinances relating to the public schools, just like any other standing com-

mittee of a legislative body. All matters relating to the schools are regulated by the provisions of the city charter and the ordinances passed by the City Council in accordance therewith. Even a change of text-books has to be authorized by the Council; which also has power to regulate the curriculum, but does not use the power, preferring to leave it to the superintendent.

The executive head of the department is the Superintendent of Public Instruction, who is elected by the people at large every four years. He recommends the course of study and other legislation; selects new teachers, and appoints them for the time and at the compensation established by ordinance. He may also dismiss a teacher upon charges, after a hearing and with the concurrence of the Mayor. As teachers are now engaged by annual contract, he may also practically remove a teacher at the end of a year by simply refusing her a new contract, and this is the course usually taken in case of an undesirable teacher. He also appoints the secretary of the department, who must be conversant with the German language, and who is also supervisor of the teaching of German.

As the superintendent is elected, it would seem as if the department would be wholly controlled by politics. This, however, is very largely, if not wholly, prevented by a section of the city charter, which establishes a Board of School Examiners. These are five in number, and are appointed by the Mayor for terms of five years, one member retiring each year. Their principal duty is to conduct examinations for the position of teacher in the public schools. The superintendent prescribes the subjects, scope and limits of these examinations, but the Board of Examiners alone conducts them and marks and grades the papers, besides preparing the questions. The examinations are held once in six months, and are conducted in the same manner as civil service examinations. Those who pass with a grade of 70 per cent. or more are placed on the eligible list, and no person not on the list can be appointed. All appointments are on probation for six months. Thus the examining power and the appointing power are in different hands.

Further protection for the city against incompetent teachers, and for the superintendent against political pressure, is provided by a recent regulation which enacts that no person can even enter the examination for teachers who does not possess one of the following qualifications:

For a high school teacher's certificate:

(a) Graduation from an approved college, and graduation from a pedagogical course in a university or college, or in lieu of graduation from such pedagogical course, one year's experience in teaching.

(b) A state normal school diploma and three years' experience in teaching.

(c) A high school diploma together with graduation from a teachers' training school, and also three years' experience in teaching.

Candidates for a certificate in free hand and mechanical drawing, in the commercial department and in physical training and elocution must be graduates of some approved technical or training school, and must have had three years' experience in teaching.

For a grammar and primary school principal's certificate:

Candidates for this certificate must be twenty-one years of age and possess one of the following qualifications:

(a) Graduation from an approved college and graduation from a pedagogical course in a university or college, or in lieu of graduation from such pedagogical course, five years' successful experience as teacher or principal.

(b) A state normal school diploma and five years of successful experience as teacher or principal.

(c) A high school diploma, together with graduation from a teachers' training school, and also five years' successful experience as teacher or principal.

For an assistant teacher's certificate:

Applicants, at the time of examination, must be at least nineteen years of age. They must also have one of the following qualifications:

(a) Graduation from a state normal school, or

(b) Graduation from a high school or academy having a course of study of not less than three years, or from some institution of learning of equal or higher standing, approved by the State Superintendent of Public Instruction, and, subsequently to such graduation, graduation from a school or class for the professional training of teachers, having a course of study of not less than thirty-eight weeks, and approved by the State Superintendent of Public Instruction, or, in lieu of such special training, successful experience in teaching for at least three years.

The requirement for a high school certificate is established by the Board of School Examiners; that for the other two by a law of the state.

Besides conducting the above-described examinations, the board is charged with the duty of visiting every school in the city at least once a year, and making a report upon its condition, both in the physical and educational sense.

Considerable progress has been made in the last ten years in providing adequate accommodations for the ever-growing school population; yet some of the existing school-houses are badly overcrowded, and in some districts it is necessary to use rented buildings, which, of course, are never suitable for the purpose and are at best a makeshift. The city is permitted by a law passed in 1902 to raise \$600,000 by issuing bonds for the erection of school buildings; of which, however, no more than \$150,000 can be issued in any one year. Then there is a "Consolidated School Fund" of \$150,000 a year in addition, which may be used for construction and repair. We have pretty nearly "caught up," yet it seems likely that there will always be crowding in some parts of the city, as the population is constantly growing.

Election by popular vote is no doubt a far from ideal method of choosing the head of an educational department, but it has worked so well in Buffalo during the past twelve years that it is doubtful whether the people would favor a change. The present superintendent was chosen in 1893, and he made so good a record and effected such great improvement in the schools that he has been twice re-elected and is now serving his third term. Thus the good sense of the people has enabled him to carry out a continuous policy

of improvement, in which he has been, on the whole, well supported both by the people and by the teachers. He is assisted by a supervisor of primary grades and another of grammar grades, and teachers' meetings are held periodically for discussion of professional subjects—a practice unknown before his time. Manual training and sewing have been introduced into the course, and have met with great favor and success. He is now urging that cooking and domestic science be also introduced, and this will probably be done soon. Kindergartens have also been established as fast as funds could be procured, and the grammar-school course has been reduced from ten years to nine. As the work of the ninth grade is practically equivalent to that of the first high-school year, the grammar-school course will probably soon end with the eighth grade. Two new high schools have been erected within ten years, only to be crowded to the doors the first day they were opened.

CINCINNATI

By MAX B. MAY, Cincinnati, Ohio.

The change in the policy of the Supreme Court of Ohio which compelled the adoption of a new municipal code for the State of Ohio in order to bring about uniform legislation, compelled the legislature last year likewise to adopt a new school code for the government of schools.

As stated in a former communication in *THE ANNALS*, the measure that was finally adopted by the legislature was a compromise one. It provided that the then existing school boards should decide for each city whether or not it would have a large Board of Education or a small Board of Education. The Board of Education of the city of Cincinnati yielding to the dictation of the dominant party organization, divided the city into twenty-four school districts, and provided in addition to a member from each district that there should be elected three members at large, twenty-seven members in all.

The act likewise provided that members for the School Board should be elected on a separate ticket, and that nominations might be made by petition, and the names of the candidates may appear under the head or emblem of several parties and is not restricted to appearing on the ballot once, as in the case of the general election law. Members of the board are elected for four years. The School Board has no relation whatsoever to the Municipal Council or the Mayor. It may levy taxes for school purposes at a rate not to exceed twelve mills on the dollar of valuation of taxable property in the school district. Such levy must be divided by the board into four funds, namely, tuition fund, building, contingent fund and bonds, interest and sinking fund.

In the city of Cincinnati the levy, before it becomes effective, must be submitted to the Board of Review of the city, which board has power to approve or reduce the levy, and a greater tax may be authorized if submitted to the vote of the people. In the city of Cincinnati it is immaterial, as far as practical purposes are concerned, how large a levy the Board of Education

makes, for the reason that its action is subject to review by the Board of Reviews, which is in control of the political machine, whose policy heretofore has been to cut down the levy of the Board of Education, so that the general tax rate throughout the city and county can be kept within proper limits; political capital being made out of the low tax rate. The board has absolute power in determining the number of schools. In reference to the curriculum, it has been the custom of the Board of Education heretofore to approve of the curriculum as submitted to it by its Superintendent of Schools. What the policy of the new board will be, of course, cannot be told at this time. Undoubtedly the superintendent will be given large discretion in the matter of curriculum. The Board of Education elects the superintendent, who shall hold office for a term of five years, and this Superintendent of Schools is vested with authority to make appointments of teachers, by and with the consent of the Board of Education, who shall hold office for a term of four years.

The superintendent has power to suspend any person appointed by him, but no person so suspended shall be dismissed by the board unless for inefficiency, neglect of duty, immorality or improper conduct, nor shall any dismissal take place unless the charges are first reduced to writing, and opportunity is given for defense before the board or a committee thereof, and a majority of the full membership of the board vote upon roll call in favor of such dismissal.

Within the city proper there are ample school accommodations. In fact, many of the school buildings have vacant rooms. This is due to the fact that there has been a shifting of the population of the city; many families having moved to the suburbs within the past five years or more. This renewal or change of population has caused inconvenience in the hill-top schools, and many of these are now overcrowded and there is a movement on foot to build additional school buildings in the crowded suburbs.

The election of the new School Board occurred last November. The contest in some of the school districts was very close, and the Citizens' Municipal Party rendered great service to the citizens in general, in calling attention to the neglect of the schools and to the refusal of the Board of Education to levy money sufficient to make the necessary repairs in existing school buildings, or to provide funds for the building of new schools where most needed. Though the candidates of the Citizens' Municipal Party were not successful, except in one or two school districts, still the citizens of Cincinnati have had their attention called to the conditions of the Cincinnati schools, and it seems to be admitted on all hands that the new School Board, which will take office in January, 1905, will pay more attention to the needs of the schools than ever before.

Many of the public bodies of the city have demanded the building of a new high school, and the introduction of manual training into the Cincinnati school system; also the establishment of kindergartens and of commercial courses in high schools. In all probability, when the School Board just elected is called upon to make a levy for the schools for the year 1905 and 1906, the board will make an increased levy, and throw the responsibility upon the

Board of Review, and the dominant political organization if the levy is reduced to such an extent to provide the necessary improvements.

PITTSBURG

By EDWIN Z. SMITH, Pittsburgh, Pa.

The city of Pittsburg constitutes an independent school district. It is divided into thirty-nine sub-districts, which are generally, though not in all cases, coincident in area with the thirty-eight municipal wards. Each sub-district is administered by a board of six directors, two of whom are elected annually. This board is empowered to levy a local tax; to elect teachers; to purchase grounds; to erect school buildings; to provide school equipments; to employ janitors; to perform all duties necessary for the maintenance of the schools, except paying teachers and providing pupils with text-books, stationery, etc.

The Central Board of Education is composed of thirty-nine members, one elected every three years by each of the sub-district boards, who may or may not be a member of the sub-district board. It is empowered to fix and pay the salaries of all teachers; adopt the course of study for all schools; has entire control of the high school; establishes and maintains manual training and other auxiliary schools; supplies free books, stationery, etc., to all pupils; makes its own estimate of annual expenses, which is submitted to the City Councils and must become part of the general municipal budget.

The superintendent of schools is the professional head of the school system. He is elected every three years by the sub-district directors. The director of high schools is at the head of the high school. He is elected annually by the Central Board. A principal, elected by the directors of each sub-district, is at the head of the schools of each sub-district. Assistant principals are elected in each sub-district. The population of Pittsburg (census of 1900) is 321,616. There are three high school buildings and eighty-four sub-district buildings. Within the past two years the courses of study in the elementary and high schools have been revised and several very fine modern school buildings have been erected. However, we may quote from the last annual report of the city superintendent: "It is becoming increasingly evident that the schools of Pittsburg are outgrowing the organization which they have been working under for many years. This is especially shown in the lack of co-ordination and unification of the instruction in many departments, which makes much of the work fail of its best results."

The chief defects of the present organization are:

The division of authority by means of central and sub-district boards.

The election of teachers by local boards, and

The lack of co-operation which prevents the course of study from being carried out in a uniform manner throughout all the schools.

In 1904 there were thirty-five kindergartens and ten vacation schools supported in part by the Central Board of Education.

NEW ORLEANS

By JAMES J. McLOUGHLIN, New Orleans, La.

The New Orleans city government has no educational department; the public schools are under the control of the "Board of Directors of the Public Schools of New Orleans," which board is a corporation created by an act of the legislature. This board is composed of twenty members, twelve of whom are elected by the City Council (the municipal legislative body) of New Orleans, and the other eight are appointed by the State Board of Education of Louisiana. By a system of classification, the members are appointed or elected in such a manner that only one-fourth of their number go out every year, so that the majority of the board is always composed of older members.

The board has full control of the school fund and its distribution, and is not responsible to the Council or Mayor or under any municipal control whatever. The funds of the board are provided by the legislature and constitutional provisions. The city government appropriates very little to the fund, although the funds come mainly from the taxpayers of New Orleans. This is done by an ingenious system. The city of New Orleans levies a tax of 1 per cent. upon all property, real and personal, which is called a public debt tax. Only about one-half of this tax is really required for the debt, and the other half, the surplus, is divided equally between the public schools and public improvement. The amount received therefrom constitutes the main source of revenue for public schools. In 1904 it amounted to \$300,000.

The state levies a school tax of one and three-fourths mills upon the assessed value of all property, and this is distributed ratably amongst all the parishes (counties) according to the number of children of school age. From that source the board received during 1904 the sum of \$93,000. Besides this, a poll tax of \$1 is levied upon each voter, which goes to the schools of the parish in which the tax is collected. The amount from this source during the year 1904 is estimated at \$25,000. In addition to the foregoing the board received a direct appropriation from the city of New Orleans during the year 1904 of \$124,120; this under constitutional mandate at eight-tenth mill on assessment roll. The board's total revenue for 1904 was about \$550,000, or about \$2 per capita of the city's population. All this money is turned over to the board, which has absolute and unlimited power to disburse the same, subject, of course, to the state laws governing education. With the sole restriction that it shall not exceed its income, it has the power of determining the number, capacity and location of all the schools.

The books to be used in the public schools are selected by the State School Board. With the provision that only these books can be used, the City School Board can enforce any curriculum it sees fit. The teachers are appointed under a civil service law, after a competitive examination, and under the law are appointed for one year only. But in practice they hold office for life, or during good behavior. The force is re-elected each year. The School Board does all the electing and removing of teachers, and also prescribes the character of examination for teachers.

There is only one School Board in the city of New Orleans and that is the Central Board of twenty members, and there are no subordinate bodies.

The executive management of the schools is entrusted to one chief superintendent and two assistants, all chosen by the board and removable by it.

The school accommodations are entirely inadequate. We have 26,000 white and 5,000 colored children in our public schools, and there are still 30,000 white and 10,000 colored children out of school, for whom accommodations should be provided. We have sixty-three school buildings for the white children and nine school buildings for the colored children. About two or three buildings are added each year. From all of which it will be seen that, while the provision made by New Orleans for local education is woefully deficient, yet it indicates improvement. Our public school system is supplemented by many private and parochial schools, the Roman Catholic Schools alone counting over 10,000 pupils. In the higher schools we have Tulane University and four well-endowed or supported negro universities, to-wit, Straight University, Leland University, Southern University and New Orleans University. These universities are well attended, and they afford fitting capstones to the system of lower schools.

One great want is a system of normal education that will prepare teachers for the colored pupils in the grammar and primary schools. There is a normal school, under the City School Board, for white teachers, while the colored universities are relied upon to furnish the negro teachers; but so far with little success, as the School Board is as yet unable to find colored teachers in sufficient numbers to fill the places waiting for them. We have three high schools for white children, but none for colored; but this does not deprive the colored children of that system, as the various negro universities supply the need.

Our present School Board is active and efficient, and conducts its work upon liberal educational lines, and, with increasing income from the natural increase in taxable property in this community, will no doubt afford increased accommodations and facilities for the education of the children of New Orleans.

MILWAUKEE

By JOHN A. BUTLER, Milwaukee, Wis.

Prior to 1897 the public schools of Milwaukee were largely under the control of politicians. In that year the Municipal League of Milwaukee drafted a bill which was enacted into legislation and placed the city schools on a new basis. The efforts of the late William Geuder, Esq. (whose public spirit and ability, as well as his service as president of the School Board for several terms, secured him an invitation to act as a member of the committee which was entrusted with the drafting of the bill) contributed greatly to its passage. Pursuant to that legislation, Chapter 186, Laws of 1897, the Milwaukee schools are now under the "General management, control and supervision of a Board of School Directors consisting of one director from each ward . . . to be appointed" as follows: "All appointments of members of the Board of School Directors . . . shall be made by a commission consisting of four

citizens of suitable character and education, who shall be appointed by the Mayor of the city as hereinafter provided. Not more than two of the members of such commission shall, at the time of their appointment, belong to the same political party; and no person holding any office in any political organization or any lucrative city, county or state office, other than a judicial office or that of notary public, shall be eligible to be a member of such commission or of such Board of School Directors." The commissioners are appointed for one, two, three and four year terms in a reverse order, and the annual vacancy is filled by an appointment for a four years' term. The commission elects its own officers, and, after dividing the wards of the city into three classes, appoints one school director from each ward; those representing the wards in the first class to serve for three years; those representing wards of the second class to serve two years, and those representing wards of the third class to serve one year. Subsequently the commission appoints annually successors of directors whose terms expire by limitation, such directors to hold office for three years. The board thus constituted is authorized and required to establish and organize as many schools in addition to those already in existence as are necessary for the accommodation of pupils entitled by the laws of the state to instruction. It may also erect, purchase or hire necessary school buildings and improve or enlarge the same, and purchase furniture and lots for the accommodation of the schools, but the selection of sites for school buildings and the adoption of plans shall be determined by a statutory committee consisting of the city engineer, the president of Common Council, the superintendent of schools, the president of the Board of School Directors and the chairman of the board's Committee on Buildings. Their decision shall be subject to the approval of the board. "The decisions of this committee in the selection of sites and plans shall, when thus approved, be reported to the Common Council, but shall not be modified or amended by said Common Council, except as to the amount of money appropriated for the execution of the work, the purchase of sites or for the fulfilment of contracts involved. . . . The school buildings now erected and the lots on which they are situated, and the lots now or hereafter purchased for school purposes, and the school houses erected thereon, shall be the property of the city, and no lot shall be purchased or leased, nor shall any school house be erected without an ordinance or resolution passed by the Common Council." By a rule of the board school sites can only be purchased after condemnation proceedings.

The School Board may fix or increase salaries and incur expense for various purposes, but only subject to the Mayor's veto, which may be overridden by a two-thirds vote of the board. Generally speaking, the board is confined to the use of funds voted by the Common Council, except that it controls the disbursement of an annual fund of about \$40,000 for necessary repairs. The janitors of school buildings are appointed and their compensation fixed by the board subject to the powers and regulations of the Civil Service Commission. "A committee consisting of the president and four members of the board selected by the president, shall examine, certificate, employ, classify and promote teachers,"

but the action of this committee "shall be subject to amendment and confirmation by the Board." The president and four members, selected by the president, shall constitute a committee to select and determine courses of study and the text-books to be used subject to the control of the board. The president and four members, selected by him as above, may, by a majority vote, dismiss teachers and janitors for misconduct, incompetency, inefficiency or inattention to duty, subject to amendment, rejection or confirmation by the board. The board has the power to select and adopt school-books, but said books shall be uniform in the various schools, and when the board shall have adopted any such book or books, the same shall not be changed for a period of five years thereafter. The board shall require that the system of instruction in the several schools shall be as nearly uniform as possible, "and shall adopt, at its discretion, and modify or repeal by-laws, rules and regulations for its own government, and for the organization, discipline and management of the schools under its control, and generally adopt such measures as shall promote the good order and public usefulness of said schools," subject to the constitution and laws of the state.

"The superintendent of schools shall, under the direction of the Board of School Directors, have a general supervision of the public schools . . . and of the manner of conducting and grading them and of the teachers. He shall appoint, subject to confirmation by the board, an assistant superintendent and such other assistants and supervisors as may be authorized by the board," provided that the creation of any new office or the increasing of any salary of any officer, teacher or employee by the said Board of School Directors shall, after the adoption of any resolution therefor, be submitted to the Mayor . . . who may exercise the veto power with respect thereto in the same manner and with like effect as he now may exercise such power with respect to resolutions of the Common Council." In the appointment and removal of teachers, school superintendent and the secretary of the board, its powers are absolute. There are no subordinate boards. The city is supplied with excellent school buildings, but with the rapidly increasing population, it cannot be said that the accommodations are always adequate, but they are, on the other hand, not notably inadequate. The city has at present four high schools of an admirable character, a well-distributed system of ward schools and primary schools, and a day school for the deaf, in which the lip-reading system is taught. This interesting institution has over fifty pupils and it graduates teachers from its normal department.

WASHINGTON, D. C.

By GEORGE S. WILSON, Secretary Board of Charities, Washington, D. C.

The administration of the public school system of the District of Columbia is entrusted to a Board of Education, consisting of seven members, appointed by the Commissioners of the District of Columbia. These members serve for seven years, and the terms of service are so arranged that the term of

one member expires each year. The members are allowed a compensation of "ten dollars each for personal attendance at each meeting"; but the compensation for any member shall not exceed \$500 per annum. The general authority of this board is set forth in the law as follows: "The board shall have complete jurisdiction over all administrative matters connected with the public schools of the District of Columbia, except that all expenditures of public funds for such school purposes shall be made and accounted for as now provided by law under the direction and control of the Commissioners of the District of Columbia."

The board annually transmits to the Commissioners of the District of Columbia an estimate of the amount of money required for the public schools, and this estimate is transmitted to Congress with such recommendations as the Commissioners deem proper. The board is limited in its financial transactions by appropriations of Congress. In reference to the number of schools, the board can only recommend that new schools be provided and urge its recommendations before the appropriation committees. The actual establishment of new schools must be specifically provided for by Congressional appropriation. The board, with the aid of the superintendent, determines the curriculum. The law provides that "the superintendent shall annually submit to the board for its approval the course of studies and list of text-books and other apparatus to be used in said schools."

The board has full power of appointment and removal of all officers, teachers and other employees connected with the public schools, from the superintendent to the janitor. The only limitation with reference to appointments is "that the graduates of the normal schools shall have preference in all cases when appointments of teachers for the grade schools are to be made." There are no local or sectional school boards in the District of Columbia, but a distinction is made between schools for colored children and schools for white children. White children are not permitted to attend schools for colored children; nor are colored children permitted to attend schools for white children. This distinction obtains in the high schools, manual training schools and normal schools, as well as in the grade schools. The law does not mention the question of color with reference to the members of the School Board, but there have always been at least two members of the colored race on the School Board; but the law does provide in reference to the two assistant superintendents, that one of these superintendents "under the direction of the superintendent, shall have charge of schools for colored children."

The school accommodations are not adequate, though no child presented for admission is ever denied; but the limitations in school accommodations are such that it is necessary to have a number of half-day schools, and there are many children who ought to be in school that are not in attendance. There is no efficient truant law in the District. If there were such a law, properly enforced, the inadequacy of the present school accommodations would be much more apparent. Several new school buildings are provided annually. Last year, two additional buildings were authorized; but the growth in population more than keeps pace with the increase in school buildings.

The most important recent change in connection with the public school system of the District of Columbia was a provision for medical inspectors. The system of medical inspection of public schools was inaugurated in the school year beginning in the fall of 1903. These medical inspectors work under the direction of the health officer, according to rules formulated by him, but approved by the Board of Education and the Commissioners of the District of Columbia. The school system of the District, like other matters of municipal government, is free from the influences of partisan politics.

PROVIDENCE

By SIDNEY A. SHERMAN, PH. D., Providence, R. I.

The School Committee of Providence consists of thirty-three members, thirty of whom are chosen by wards, three from each of the ten wards, and three are members *ex-officio*. The latter are the Mayor, the president of the Common Council and the chairman of the Council Committee on Education.

Until within two years the executive authority of the board was exercised chiefly by sub-committees, but since that time it has been largely transferred to the superintendent. He is termed "the executive officer of the School Committee." As the committee included three members of the City Council, it is at all times open to suggestion by the latter, although, as a matter of fact, these three members do not regularly attend the meetings of the committee. The committee does not depend upon the council for its existence or for the election of its members, and as the latter serve without pay, it may be said to be in so far independent of the council. Financially, however, it is wholly dependent upon the council. All appropriations for schools are made by the council, and it is not bound by any state law to appropriate any minimum percentage of the total tax levy for school purposes. Each year the committee makes up its estimates of the amount needed for the next year and presents it to the council, which gives the committee as large a percentage of that amount as possible. The committee apportions the amount thus granted as its judgment dictates. The board can open new schools in buildings already in its control or leased by it, but it cannot build school houses. That is done by the council with a special appropriation. Its power over the curriculum is absolute, although indirectly the council might influence it by refusing appropriations for particular branches of instruction or departments of work, as it did in the case of summer schools recently. The appointment and removal of teachers is also completely in the hands of the committee. By state law, teachers must possess a state certificate, but there is no civil service law affecting appointment or tenure of office. The committee's by-laws, however, require college or normal school education, or three years' practical experience.

There are no local or sectional school boards as such, although the three members from each ward are supposed to be especially interested in the schools of their ward, and have at times in the past come near to dominating them. This ward system is, I believe, a relic of a former dis-

trict system, under which the districts were independent of each other in the old New England district system. School accommodations are, on the whole, adequate. Children are not kept out of school on account of lack of room, as in New York and some other cities. The last ten or twelve years have been an era of school-house building. Many primary, several grammar and three large high school buildings have been erected. Several important steps for the improvement of the service have been taken during the last two years. The superintendent, after one year's probation, holds office during good behavior, and can be removed only by a three-fifths vote at the regular meeting in June, or at any other meeting, for misdemeanor. No teacher can be elected by the committee who is not nominated by the superintendent from an approved list. He nominates all teachers. He makes all assignments and transfers of teachers, and may suspend or dismiss any teacher whose services are unnecessary or unsatisfactory. Thus, as far as possible, the board has delegated to him the power of appointment and removal of teachers, first having made him a permanent officer. The matter of text-books has been practically placed in the hands of a committee of teachers appointed by the School Committee. No book can be added to or taken from the list of authorized text-books without being first submitted to them. And while their advice in the matter may be disregarded by the board, there is no disposition on its part to do so. The secretary of the School Committee and also the superintendent of school buildings have a like tenure of office with the superintendent, being removable only by a three-fifths vote. About seven years ago the election of teachers was made permanent instead of being annual. These are the important changes for the better, and, although voluntary on the part of the committee, they are likely to be permanent.

KANSAS CITY

By HENRY L. McCUNE, Kansas City, Mo.

The executive authority of the educational system of Kansas City is vested in a Board of Education, composed of six members. The members of the board are elected by the qualified voters of the school district for terms of six years, two members being elected every two years. By common consent, the Kansas City School Board has for many years been entirely non-partisan. At each biennial city election each political party nominates one member of the board. As a result, each of the nominees of the two leading parties is always elected. This plan is a custom only, but is now firmly established. The members of the board receive no compensation. An election to the Board of Education is an honor bestowed only upon men of the highest standing in the community. The members are re-elected year after year, one member of the present board having served continuously twenty years. No difficulty has ever been experienced in getting good men to serve the city in this capacity.

The members of the School Board are officers of the school district and not of the city, and are therefore not related to the Mayor or City

Council. The board derives its authority from a state statute, which provides for the organization of school districts in cities having more than 50,000 and less than 300,000 inhabitants. This statute vests in the School Board the government and control of the school district. The board is authorized to appoint a secretary and treasurer, who are not members of the board, and may fix the salaries of these officers. The board has general supervision of the finances of the district. It is required to make out and forward annually to the county clerk an estimate of the amount necessary to maintain the schools for the year. School taxes are collected by the county collector and turned over by him to the treasurer of the school district. Funds are paid out by the treasurer upon warrants signed by the president and secretary of the board, and countersigned by the superintendent of schools, who is appointed by the board. The board has power to borrow money and issue bonds for the purpose of erecting school houses and public libraries, the consent of the voters having been first obtained at an election held for the purpose. The bonded indebtedness of the district is \$2,095,000. The assessed valuation of the property owned by the district is \$90,000,000, and the total rate of taxation for general purposes, interest and sinking fund is 9 mills. The Board of Education controls the curriculum and employs and removes teachers and designates text-books for use in the schools. Examinations for teachers' certificates are conducted by the superintendent of schools, assisted by a Board of Examiners appointed by the board. There are no local or sectional schools. Although new school buildings are being erected constantly, the schools are overcrowded and accommodations are inadequate. A new high school and manual training school for colored children is to be erected without delay.

GRAND RAPIDS

By DELOS F. WILCOX, Grand Rapids, Mich.

At the head of the school system is a Board of Education composed of twenty-five members, including the Mayor *ex-officio* and two trustees from each of the twelve wards of the city. The trustees are elected at a special school election held in September. One trustee is chosen from each ward every year, the term of office being two years. There is a separate registration of electors for the school election. Women who have children of school age or taxable property are entitled to vote. In practice the taxable property limitation amounts to little, as any one who has a watch or a ring that might be taxed is considered qualified. The Board of Education has regular monthly meetings and has full control of the educational department. The Mayor has the same authority on the Board as any other member.

The board has an annual meeting in August, at which the budget for the ensuing year is made up. This budget is transmitted to the Common Council some time in September for approval or amendment. The budget is fixed as the Council determines, but if no action is taken by the first of October the budget will stand as prepared by the Board of Education. The

Council has nothing to do with controlling the expenditure of school funds after they are provided. Furthermore, a large part of the school funds is derived from the regular one-mill tax and the contributions of the state from its primary school fund. The Common Council has nothing to do with this part of the resources of the Board of Education. The only other control exercised by the Council is in the matter of issuing bonds. The Board of Education has no authority to issue bonds for the purchase of school sites and the construction of school buildings, except with the approval of the Common Council.

The Board of Education has full power to determine the number of schools and their location, to arrange the school districts, to establish the school curriculum and to appoint and remove school teachers. The Superintendent of Schools is elected annually by the board. He has only such authority as is given by the Board of Education under its rules. In practice the superintendent has the full control of the educational department, subject to the approval of the board. There is a standing committee on schools and teachers which consults with the superintendent and reports to the board matters pertaining to the educational department. There are no local or sectional school boards whatever, and no administrative committees for different school districts. It is true, however, that the two trustees from each ward generally constitute a *de facto* committee to look after the interests of the schools in their respective wards to a considerable extent. Occasionally their activity is pernicious.

The school accommodations are adequate for all the primary and grammar grades, although two or three of the buildings are now out of date and unsanitary. In fact, there has been no increase in the enrollment below the high school in the last six years. This seems to be due largely to the fact that more children are attending private and parochial schools. Last year, however, the growth of attendance at the high schools brought the Board of Education face to face with the apparent necessity of a new high school building or a large extension of existing high school accommodations. Out of this necessity arose an agitation for the extension of manual training to the high school grades, and the establishment of an independent high school fully equipped with commercial, manual training and domestic science courses. The Board of Education worked out a plan for the construction of the buildings needed and the reconstruction of the dilapidated grammar school buildings. This plan involved an expenditure of nearly \$300,000, of which the Board wished to raise \$200,000 during the present year. The question of bonding the city for that amount was twice submitted to the people for an advisory vote, first at the regular municipal election last spring, and again at the school election in September. On both occasions the bonding proposition was defeated by a decisive majority. The result of these abortive efforts must necessarily be a conservative policy, which is likely to prove, in the long run, detrimental to the interests of the schools and possibly more expensive than the plan that was rejected by the people.

There has been for some time a considerable agitation for the reorganization of the school department by reducing the size of the Board of Educa-

tion, by revising the school election law to throw adequate safeguards around the election of school trustees and by proving that the business of the schools shall be in charge of a business manager responsible to the board. At the present time it is difficult to say just how much progress has been made in crystallizing public opinion in favor of these improvements.

SEATTLE

By PROF. J. ALLEN SMITH, Seattle, Wash.

Every city in the State of Washington having 10,000 or more inhabitants is for school purposes a single district. The executive authority of the district is vested in a Board of Education consisting of five members, one or two of whom are elected each year for a term of three years. The Board of Directors can employ and "for cause" dismiss the city superintendent, the teachers, janitors and other employees. They can prescribe the courses of study, subject to the condition that they must conform to the state law and the requirements of the State Board of Education.

Under the law as it now stands text-books are to be selected by a textbook commission consisting of the city superintendent and four other persons appointed by the Board of Education, two of whom shall be members of the board and two teachers in the city schools. The board determines the location of all school buildings, and has full power to establish and maintain such grades and departments as it may deem necessary, including kindergarten, manual training and industrial and high schools. The Board of Education determines the amount of funds, in addition to the estimated receipts from the state tax, needed for the support of the schools, the purchase of school sites, the erection and furnishing of school buildings, etc., and reports the same annually to the county commissioners, who must levy and collect it. But in case the purchase of school sites and the erection of buildings shall require an expenditure of more than \$50,000 for one school year, it shall be submitted to a vote of the electors of the district.

The aggregate tax for school purposes for any one year shall not exceed 1 per cent. of the taxable property of the district, unless the board by unanimous vote of all its members determine upon a greater tax, which can in no case exceed 2 per cent. The board may borrow money and issue bonds therefor to an amount not exceeding 5 per cent. of the taxable property of the district. The question of issuing bonds must be ratified by the voters of the district, a majority being sufficient unless the contemplated issue should make the total outstanding debt of the district exceed 1½ per cent. of its taxable property, in which case a three-fifth majority in favor of the proposition is required. Women have the same right to vote as men at all school elections. The public school system of the city is entirely distinct from its municipal government, the latter having no control over it. It has been difficult, in fact almost impossible, for Seattle to provide school buildings fast enough to keep pace with the rapidly growing school population.

DULUTH

By W. G. JOERNS, Duluth, Minn.

The "Educational System" within the corporate limits of the city of Duluth is by special legislative enactment under the exclusive control of the "Independent School District of the City of Duluth," which is known and designated by the corporate name of "The Board of Education of the City of Duluth." In it are vested all the powers and functions conferred by law upon the independent school district meetings, and it is entirely separate and distinct from and uncontrolled by the general city government.

The members of the Board of Education are nine in number, and are elected by popular vote at special school elections and are called "directors." At such elections women of the age of twenty-one years and upwards, who otherwise meet the requirements of legal voters, are allowed to vote, and they are also eligible "to hold any office pertaining solely to the management of public schools." The board elects its own officers, and the members thereof, except as they may happen to serve as clerk or treasurer, receive no compensation whatever for their services. In the board is also vested the exclusive power of appointment or removal of all subordinates, including teachers and superintendent, and it has power to fill vacancies in its own membership *ad interim*, and under certain contingencies and restrictions the power of removal over its own members. The superintendent is the executive officer of the board and *ex officio* a member thereof, but without the right to vote.

The board fixes the school tax levy, which is based on the general assessed valuation of the city, and is certified to by the county auditor and collected with the general taxes. At stated times the tax so collected is turned over to the board by the county treasurer. The board is by law limited to a maximum levy of eight mills for general purposes and to eight and one-half mills for building fund. There is no limit on the sinking fund levy. The board is likewise empowered to submit to popular vote at any general or at a special election the question of additional bond issues, and, except that it requires a two-thirds affirmative vote of the electorate and that the bonds shall not bear to exceed 6 per cent. interest and are not run more than thirty years, the powers of the board in this regard are unlimited. As a matter of fact the School Board is almost invariably composed of the best of our citizens, and the present tendency at least is in the direction of a wholesome economy consistent with a proper and progressive school management.

In addition to the regular revenue, the schools of Minnesota enjoy a special revenue from the state. The state school fund amounts at the present time to \$15,000,000, which is the product mainly of the sale or usufruct of state lands, timber and mineral rights. This principal sum cannot be invaded; but the income is applied for the benefit of the state school system, and a part thereof is annually distributed among the school districts of the state, the share of the Duluth district amounting to an average of from \$3 to \$5 per enrolled pupil. There is also a special high school grant from the state to such high schools of the first class as place themselves under the jurisdiction of the State High School Board and follow a prescribed curriculum.

The grant last year to the Duluth High School amounted to approximately \$1,500. The present bonded indebtedness of the Duluth school district is \$1,037,000, and as an offset to this the present school assets in buildings, sites, equipment, etc., are appraised at \$1,868,000.

Except as the power to issue bonds or levy taxes is circumscribed by the requirements above stated, the power of the board in determining the number of schools is practically unlimited. So also its powers with reference to curriculum and with reference to the appointment and removal of teachers are absolute. The teachers are elected annually, but it goes without saying that as to competent teachers this election is largely a matter of form. They are practically sure of re-election. Indeed, the aim is to reward meritorious service. To this end an increase of salary has been provided for, so that where the salaries of grade teachers two years ago ranged from \$45 to \$65 per month for the school year, the present maximum is \$75 per month. Grade principals and high school teachers receive a higher compensation, the high school principal receiving \$3,000 per annum, and the only male principal of the grade schools (a recent departure) being paid \$1,400 per annum. Length of service is considered as a substantial element in the fixing of salaries.

There are no local or sectional boards. The one Central Board is supreme and exclusive.

The school accommodations are fairly adequate, and, while at times in the past, with the rapid growth of the city, the facilities have been somewhat cramped, a laudable endeavor has been ever present to meet these contingencies as well and as promptly as possible. Duluth, with a population of about 75,000 and covering a territory approximately twenty-five miles long by an average of two miles wide, has at present thirty-one grade buildings and one central high school. The grade enrollment for 1903-04 was 11,438. The present high school enrollment is 753. The total number of grade teachers and principals, as given in the last annual report, was 277, the number of high school teachers (of which 10 are males) was 22. The cost per pupil for teachers' salaries on enrollment was \$16.06. The total cost per pupil on enrollment was \$28.59.

The Duluth school district is committed to the "free text-book system." While the initial expense was higher, reaching \$7,511.12 for the year 1900-01, the outlay for this purpose during the last school year was only \$3,372.07 or 27 cents for enrolled pupil. The plan is pronounced by the school authorities an unqualified success. Manual training is receiving prominent and increasing attention. At present industrial instruction is still confined to the high school, but the indications are that it will sooner or later be extended, in a limited form, to the grade schools. School libraries are being established. The establishment is aided by state enactment under which the state, under provided regulation, donates an amount equal to the local appropriation for this purpose. Last year's local appropriation in this regard, as also that of the year before, amounted to \$250.

A school savings bank system has been in operation for several years. It was introduced to inculcate habits of thrift and economy in the pupils and the results have proven quite satisfactory.

The modern tendency of education is toward the practical. This is also the policy of the Duluth authorities. The very able superintendent, who has filled his position for more than twenty years, is strongly committed to that policy. To that end increasing emphasis is laid on the importance of grounding the pupils thoroughly in the elementary subjects.

Great care is exercised in the selection of teachers. Once installed, particular attention is given to keeping them up to a high standard. Special courses of reading and study are outlined for the weekly teachers' meetings. Thus in the year 1901-02 the reading and study was along the line of civics, in the following year a course of history was outlined and this was followed in the last school year by a course in teaching of English and English history. In addition the usual practical results of teachers' meetings are sought to be obtained. A very satisfactory homogeneity as well as wholesome *esprit de corps* has thus been established.